

AMENDED IN SENATE JUNE 2, 2015
AMENDED IN SENATE APRIL 29, 2015
AMENDED IN SENATE APRIL 27, 2015
AMENDED IN SENATE APRIL 14, 2015

SENATE BILL

No. 286

Introduced by Senator Hertzberg

February 19, 2015

An act to amend Section 365.1 of, and to add Section 395.5 to, the Public Utilities Code, relating to electricity.

LEGISLATIVE COUNSEL'S DIGEST

SB 286, as amended, Hertzberg. Electricity: direct transactions.

The Public Utilities Act requires the Public Utilities Commission, pursuant to electrical restructuring, to authorize and facilitate direct transactions between electricity suppliers and retail end-use customers. Existing law, enacted during the energy crisis of 2000–01, authorized the Department of Water Resources, until January 1, 2003, to enter into contracts for the purchase of electricity, and to sell electricity to retail end-use customers at not more than the department's acquisition costs and to recover those costs through the issuance of bonds to be repaid by ratepayers. That law suspended the right of retail end-use customers, other than community choice aggregators and a qualifying direct transaction customer, as defined, to acquire service through a direct transaction until the Department of Water Resources no longer supplies electricity under that law. Existing law continues the suspension of direct transactions except as expressly authorized, until the Legislature, by statute, repeals the suspension or otherwise authorizes direct transactions. Existing law requires the commission to authorize direct

transactions for nonresidential end-use customers subject to a reopening schedule that will phase in over a period of not less than 3 years and not more than 5 years, and is subject to an annual maximum allowable total kilowatthour limit established, as specified, for each electrical corporation.

The California Renewables Portfolio Standard Program requires a retail seller, as defined, and local publicly owned electric utilities to purchase specified minimum quantities of electricity products from eligible renewable energy resources, as defined, for specified compliance periods. The program, consistent with the goals of procuring the least-cost and best-fit eligible renewable energy resources that meet project viability principles, requires that all retail sellers procure a balanced portfolio of electricity products from eligible renewable energy resources, meeting specified portfolio content categories.

This bill would require the commission to adopt and implement a schedule that implements a 2nd phase-in period for expanding direct transactions for individual retail nonresidential end-use customers over a period of not more than 3 years, raising the allowable limit of kilowatthours that can be supplied by other providers in each electrical corporation's distribution service territory to 8,000 gigawatt hours above the amount determined by the commission for the first phase-in period. ~~The bill would require the commission to ensure that 51% of the new direct transactions are for electricity products from eligible renewable energy resources meeting the portfolio content categories. by that electrical corporation's share of an aggregate of 8,000 gigawatthours, apportioned as specified. The bill would require that all of an electric service provider's retail sales associated with each 2nd phase direct transaction be procured from eligible renewable energy resources and would require the commission to enforce the bill's renewables procurement requirements as part of the California Renewables Portfolio Standard Program.~~ The bill would require that an electrical corporation continue to provide direct access customers with support functions, as specified, through its own employees, except that construction of distribution system equipment and line clearance tree trimming may be performed under contract with the electrical corporation. The bill would prohibit an electric service provider from offering consolidated billing beginning January 1, 2016.

Under existing law, a violation of the Public Utilities Act or any order, decision, rule, direction, demand, or requirement of the commission is a crime.

Because the provisions of this bill would be a part of the act and because a violation of an order or decision of the commission implementing its requirements would be a crime, the bill would impose a state-mandated local program by expanding the operation of a crime.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: yes.

The people of the State of California do enact as follows:

1 SECTION 1. The Legislature finds and declares all of the
2 following:

3 (a) As the state's electrical system evolves to include more
4 electricity generated by eligible renewable energy resources and
5 distributed generation, electrical corporations must continue to
6 facilitate safe and reliable transactions for electricity. Whether it
7 comes from efficient natural gas powerplants, large wind or solar
8 facilities, or customer-owned generation, including rooftop
9 photovoltaics, fuel cells, or combined heat and power systems, the
10 role of electrical corporations will be to ensure that electricity
11 moves from suppliers to customers. In effect, the electrical
12 corporations will become transmission and distribution companies,
13 connecting customers with the electrical mix they want when and
14 where they need it.

15 (b) California already has a few examples for this business
16 model, including community choice aggregation and direct access.
17 Direct access allows a customer to receive electricity through a
18 direct transaction with an electric service provider, rather than
19 from the electrical corporation. The electricity is delivered over
20 the electrical corporation's transmission and distribution grid and
21 the direct access customer pays the utility for providing
22 transmission and distribution service.

23 (c) Direct access was suspended in California in 2001, despite
24 not being a contributing component to the market manipulation,
25 blackouts, and price spikes that led to the energy crisis of 2000–01.
26 In 2010, the right of individual retail nonresidential end-use

1 customers to acquire electric service through a direct transaction
2 was reopened, but subject to limitations on the amount of electricity
3 that could be delivered through those transactions.

4 (d) Direct access customers currently pay charges for electrical
5 grid maintenance and pay nonbypassable charges on the
6 distribution of electricity to support public purpose programs,
7 including the California Alternate Rates for Energy program, which
8 supports affordable electric service for low-income customers, and
9 energy efficiency programs. Other providers of electric service,
10 including electric service providers and community choice
11 aggregators, are required to follow the same laws, rules, and
12 regulations as electrical corporations with respect to resource
13 adequacy (Section 380 of the Public Utilities Code), procurement
14 of electricity pursuant to the California Renewables Portfolio
15 Standard Program (Article 16 (commencing with Section 399.11)
16 of Chapter 2.3 of Part 1 of Division 1 of the Public Utilities Code),
17 and for reducing emissions of greenhouse gases pursuant to the
18 California Global Warming Solutions Act of 2006 (Division 25.5
19 (commencing with Section 38500) of the Health and Safety Code).

20 (e) The Public Utilities Commission is required to ensure local
21 area reliability needs for the benefit of both bundled and unbundled
22 electric service customers. If the commission determines that new
23 resources are needed for reliability, the costs are to be shared
24 equitably, on a fully nonbypassable basis, amongst all customers,
25 whether the customer receives their electricity from the electrical
26 corporation, a community choice aggregator, or an electric service
27 provider. The cost allocation mechanism ensures that there is no
28 cost shift to bundled customers of the electrical corporation.

29 (f) A growing number of businesses are recognizing the
30 importance of managing their energy supplies and are seeking
31 more control over their energy management decisions. Many of
32 these businesses also want options to contract for electricity, with
33 up to 100 percent of that electricity coming from eligible renewable
34 energy resources. However, because of the statutory limitations
35 placed upon direct transactions, most businesses lack the means
36 and necessary tools to make cost-effective energy decisions, which
37 makes California less business friendly than other states with more
38 direct access options.

39 (g) Given high demand for direct transactions, it is in the interest
40 of the state to expand the right to direct access opportunities,

1 especially to provide options for acquiring electricity from
2 renewable sources of generation.

3 SEC. 2. Section 365.1 of the Public Utilities Code is amended
4 to read:

5 365.1. (a) Except as expressly authorized by this section, and
6 subject to the limitations in subdivisions (b) and (c), the right of
7 retail end-use customers pursuant to this chapter to acquire service
8 from other providers is suspended until the Legislature, by statute,
9 lifts the suspension or otherwise authorizes direct transactions. For
10 purposes of this section, “other provider” means any person,
11 corporation, or other entity that is authorized to provide electric
12 service within the service territory of an electrical corporation
13 pursuant to this chapter, and includes an aggregator, broker, or
14 marketer, as defined in Section 331, and an electric service
15 provider, as defined in Section 218.3. “Other provider” does not
16 include a community choice aggregator, as defined in Section
17 331.1, and the limitations in this section do not apply to the sale
18 of electricity by “other providers” to a community choice
19 aggregator for resale to community choice aggregation electricity
20 consumers pursuant to Section 366.2.

21 (b) (1) During the first phase-in period for expanding access
22 to direct transactions, the commission shall allow individual retail
23 nonresidential end-use customers to acquire electric service from
24 other providers in each electrical corporation’s distribution service
25 territory, up to a maximum allowable total kilowatthours annual
26 limit. During this first phase-in period for expanding access to
27 direct transactions, the maximum allowable annual limit shall be
28 established by the commission for each electrical corporation at
29 the maximum total kilowatthours supplied by all other providers
30 to distribution customers of that electrical corporation during any
31 sequential 12-month period between April 1, 1998, and the
32 effective date of this section. Within six months of the effective
33 date of this section, or by July 1, 2010, whichever is sooner, the
34 commission shall adopt and implement a reopening schedule that
35 commences immediately and will phase in the allowable amount
36 of increased kilowatthours over a period of not less than three
37 years, and not more than five years, raising the allowable limit of
38 kilowatthours supplied by other providers in each electrical
39 corporation’s distribution service territory from the number of
40 kilowatthours provided by other providers as of the effective date

1 of this section, to the maximum allowable annual limit for that
2 electrical corporation's distribution service territory. The
3 commission shall review and, if appropriate, modify its currently
4 effective rules governing direct transactions, but that review shall
5 not delay the start of the phase-in schedule.

6 (2) The commission shall adopt and implement a second direct
7 transactions reopening schedule that commences January 1, 2016,
8 and phases in new direct transactions for individual retail
9 nonresidential end-use customers over a period of not more than
10 three years, raising the allowable limit of kilowatthours that can
11 be supplied by other providers in each electrical corporation's
12 distribution service territory ~~to 8,000 gigawatt hours above the~~
13 ~~amount determined by the commission for the first phase-in period.~~
14 ~~Not less than 51 percent of the new direct transactions shall be for~~
15 ~~electricity products from eligible renewable energy resources~~
16 ~~meeting the requirements of subdivisions (b) and (c) of Section~~
17 ~~399.16: by that electrical corporation's proportionate share of an~~
18 ~~aggregate of 8,000 gigawatthours, apportioned to each electrical~~
19 ~~corporation based upon its share of retail sales. For each electric~~
20 ~~service provider, 100 percent of retail sales associated with each~~
21 ~~direct transaction under this paragraph shall be procured from~~
22 ~~eligible renewable energy resources. Procurement of eligible~~
23 ~~renewable energy resources in excess of the renewable portfolio~~
24 ~~standard shall be subject to the same minimum product content~~
25 ~~requirements specified in Section 399.16 for procurement credited~~
26 ~~toward each renewable portfolio standard compliance period. The~~
27 ~~commission shall enforce the eligible renewable energy resource~~
28 ~~procurement requirements of this section as part of the California~~
29 ~~Renewables Portfolio Standard Program (Article 16 (commencing~~
30 ~~with Section 399.11)).~~

31 (c) Once the commission has authorized additional direct
32 transactions pursuant to subdivision (b), it shall do both of the
33 following:

34 (1) Ensure that other providers are subject to the same
35 requirements that are applicable to the state's three largest electrical
36 corporations under any programs or rules adopted by the
37 commission to implement the resource adequacy provisions of
38 Section 380, the renewables portfolio standard provisions of Article
39 16 (commencing with Section 399.11), and the requirements for
40 the electricity sector adopted by the State Air Resources Board

1 pursuant to the California Global Warming Solutions Act of 2006
2 (Division 25.5 (commencing with Section 38500) of the Health
3 and Safety Code). This requirement applies notwithstanding any
4 prior decision of the commission to the contrary.

5 (2) (A) Ensure that, in the event that the commission authorizes,
6 in the situation of a contract with a third party, or orders, in the
7 situation of utility-owned generation, an electrical corporation to
8 obtain generation resources that the commission determines are
9 needed to meet system or local area reliability needs for the benefit
10 of all customers in the electrical corporation's distribution service
11 territory, the net capacity costs of those generation resources are
12 allocated on a fully nonbypassable basis consistent with departing
13 load provisions as determined by the commission, to all of the
14 following:

15 (i) Bundled service customers of the electrical corporation.

16 (ii) Customers that purchase electricity through a direct
17 transaction with other providers.

18 (iii) Customers of community choice aggregators.

19 (B) If the commission authorizes or orders an electrical
20 corporation to obtain generation resources pursuant to subparagraph
21 (A), the commission shall ensure that those resources meet a system
22 or local reliability need in a manner that benefits all customers of
23 the electrical corporation. The commission shall allocate the costs
24 of those generation resources to ratepayers in a manner that is fair
25 and equitable to all customers, whether they receive electric service
26 from the electrical corporation, a community choice aggregator,
27 or an electric service provider.

28 (C) The resource adequacy benefits of generation resources
29 acquired by an electrical corporation pursuant to subparagraph (A)
30 shall be allocated to all customers who pay their net capacity costs.
31 Net capacity costs shall be determined by subtracting the energy
32 and ancillary services value of the resource from the total costs
33 paid by the electrical corporation pursuant to a contract with a
34 third party or the annual revenue requirement for the resource if
35 the electrical corporation directly owns the resource. An energy
36 auction shall not be required as a condition for applying this
37 allocation, but may be allowed as a means to establish the energy
38 and ancillary services value of the resource for purposes of
39 determining the net costs of capacity to be recovered from
40 customers pursuant to this paragraph, and the allocation of the net

1 capacity costs of contracts with third parties shall be allowed for
2 the terms of those contracts.

3 (D) It is the intent of the Legislature, in enacting this paragraph,
4 to provide additional guidance to the commission with respect to
5 the implementation of subdivision (g) of Section 380, as well as
6 to ensure that the customers to whom the net costs and benefits of
7 capacity are allocated are not required to pay for the cost of
8 electricity they do not consume.

9 (d) (1) If the commission approves a centralized resource
10 adequacy mechanism pursuant to subdivisions (h) and (i) of Section
11 380, upon the implementation of the centralized resource adequacy
12 mechanism the requirements of paragraph (2) of subdivision (c)
13 shall be suspended. If the commission later orders that electrical
14 corporations cease procuring capacity through a centralized
15 resource adequacy mechanism, the requirements of paragraph (2)
16 of subdivision (c) shall again apply.

17 (2) If the use of a centralized resource adequacy mechanism is
18 authorized by the commission and has been implemented as set
19 forth in paragraph (1), the net capacity costs of generation resources
20 that the commission determines are required to meet urgent system
21 or urgent local grid reliability needs, and that the commission
22 authorizes to be procured outside of the Section 380 or 454.5
23 processes, shall be recovered according to the provisions of
24 paragraph (2) of subdivision (c).

25 (3) Nothing in this subdivision supplants the resource adequacy
26 requirements of Section 380 or the resource procurement
27 procedures established in Section 454.5.

28 (e) The commission may report to the Legislature on the efficacy
29 of authorizing individual retail end-use residential customers to
30 enter into direct transactions, including appropriate consumer
31 protections.

32 (f) An electrical corporation shall continue to provide direct
33 access customers with support functions, including, but not limited
34 to, billing, customer service, call centers, support services, and
35 line clearance tree trimming, through its own employees, except
36 that construction of distribution system equipment and line
37 clearance tree trimming may be performed pursuant to contracts
38 between the electrical corporation and another entity.

39 SEC. 3. Section 395.5 is added to the Public Utilities Code, to
40 read:

1 395.5. Beginning January 1, 2016, no electric service provider
2 shall offer consolidated billing.

3 SEC. 4. No reimbursement is required by this act pursuant to
4 Section 6 of Article XIII B of the California Constitution because
5 the only costs that may be incurred by a local agency or school
6 district will be incurred because this act creates a new crime or
7 infraction, eliminates a crime or infraction, or changes the penalty
8 for a crime or infraction, within the meaning of Section 17556 of
9 the Government Code, or changes the definition of a crime within
10 the meaning of Section 6 of Article XIII B of the California
11 Constitution.